COPS INNOVATIONS
A Closer Look

COMMUNITY ORIENTED POLICING SERVICES
U.S. DEPARTMENT OF JUSTICE

The Police Response to Terrorism Prevention and Preparedness

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(The Police Foundation, Washington D.C.) 2002.

www.cops.usdoj.gov

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— Ed Norris, Baltimore City Police Commissioner, speaking to NBC

Introduction

The tragic events of September 11, 2001, in which terrorists attacked the World Trade Center and the Pentagon, and hijacked the plane that would ultimately crash in rural Pennsylvania, have added a new dimension to American policing. While it is true that the federal government is increasing its efforts in the area of terrorism prevention and response, a large degree of responsibility for responding to threats of terrorism rests at the local level. Experience now tells us that the first responders to any future incidents will most assuredly be local police, fire and rescue personnel. Therefore, law enforcement officials must now strategically rethink public security procedures and practices in order to maximize the full potential of their resources.

The U.S. Department of Justice, Office of Community Oriented Policing Services' (COPS) is publishing this **COPS Innovations** to discuss the types of resources that police may want to consider. It also highlights the efforts of several COPS Office grantees who have utilized resources provided by COPS to strengthen their response to terrorism by:

- improving data and intelligence collection and processing;
- increasing the capacity to address terrorism by capitalizing on technological advancements;
- communicating with other public safety agencies; and
- responding to citizen fear and preparing to assist potential victims.

Of course, these approaches are only one piece of the equation. A successful response to terrorism involves an array of activities, many of which are reliant on human intelligence gathering activities and productive partnerships between law enforcement and other agencies. This general discussion about how the police can effectively prevent and respond to terrorism, along with specific examples of the advances agencies are currently making in practice and policy, are intended to assist police with conducting their own security needs assessment and implementing systems and procedures. This can ultimately help bolster the existing security measures that are already present in communities across the country and facilitate other strategic improvements in intelligence gathering and sharing.

Technology for Information Management

To deal effectively with the threat of domestic terrorism, the police must be able to manage and coordinate different sources of data and intelligence, and then process them in such a way as to provide an enhanced understanding of actual or potential criminal activity. There are many tools to help manage data and intelligence, and in recent years technological advances have resulted in vast improvements in data gathering techniques. These technologies include laptops used by officers, automated computer aided dispatch systems (CAD), enhanced records management systems (RMS), 311 systems, and geographical information systems (GIS). Collectively, these tools enhance the ability to collect and warehouse large amounts of data and thereby increase the potential for identifying threats, protecting or "hardening" potential targets from criminal activity, and improving the response to a critical incident.

The Seattle Police Department uses crime mapping workstation to facilitate emergency assessment and personnel mobilization

With the help of its 1997 Advancing Community Policing Grant, the Seattle Police Department enhanced its information technology capabilities, particularly in the area of crime analysis. COPS funds were used to procure a crime analysis workstation that included crime mapping software that, in addition to its uses for traditional crime analysis, can be utilized during an emergency mobilization to map out the addresses and locations of critical facilities and buildings. These include police and fire stations, hospitals, transportation facilities, government properties, historical sites, schools, communication facilities, high-density residential areas and commercial areas. Emergency mobilization maps are broken out by beat and sector, and are distributed to all officers in their patrol cars as well as to members of the Department's command staff. During major disasters, the Department can conduct an initial "15 minute assessment" of all possible damaged areas of the city. The data can then be saved on the Seattle Police Department's shared drive for use in Seattle Police Department's emergency operations center.

The Police Foundation Crime Mapping Laboratory provides information and technical assistance to support crime analysis and mapping

The COPS Office has funded the Police Foundation's Crime Mapping Laboratory (Lab) since 1997. During this time the Lab has assisted law enforcement agencies in implementing crime analysis and mapping technology, and provided information on technology and analytical techniques through reports, training, and technical assistance. The Lab publishes a quarterly newsletter, *Crime Mapping News*, that covers timely topics and events concerning crime analysis, crime mapping, and problem solving and provides police with specific information about how crime analysts can contribute to preventing terrorism. For example, a recent issue of the newsletter focused on terrorism and describes how a crime analyst can contribute to analyzing and preventing terrorism. It also shows how geographic information software has been used to assist in the recovery and analysis efforts in both the Oklahoma City and the 1993 World Trade Center incidents.

The Police Foundation also conducts training sessions on crime analysis and mapping for police personnel to assist in developing their crime analysis capabilities. With COPS funding, they have published a number of crime analysis and mapping guidebooks including *an Introductory Guide to Crime Mapping and Analysis, Crime Analysis and Mapping Templates, Manual of Map Production, Guidelines to Implement and Evaluate Crime Analysis and Mapping in Law Enforcement, Clearinghouse of Crime Analysis and Mapping Information, and a User's Guide to Crime Mapping Software.* For more information or to receive copies of Crime Mapping News or the Guidebook series, contact the Crime Mapping Laboratory at 202-833-1460 or pfmaplab@policefoundation.org or see the COPS website at www.usdoj.gov/cops or the Police Foundation website at www.policefoundation.org.

Data Types to Assist in Examining Potential Terrorist Threats: Examining Traditional and Non-Traditional Data at Different Levels of Analysis

Some police departments are finding value in combining law enforcement data with other types of data to examine crime problems in greater depth. These data are being used both in the aggregate, and more importantly, at the incident level. The importance of incident level data is that it can be analyzed by different levels of geography (city, beat, reporting district, address) as well as by other variables. Often non-law enforcement types of data listed below are also available in incident level format. When combined with the more traditional law enforcement data, this allows for numerous analytical possibilities to support examining potential terrorist threats.

Examples of law enforcement data include:	Examples of non-law enforcement data include:
• Calls for service	• Financial/credit records
• Offense reports including modus operandi information	• Pawn information
• Arrests	• Census information
• Property	• Student truancy data
• Field interview information	• Tax and license information
• Citations	• Home ownership information
• Accidents	• Public housing
• Traffic stops	• Drug court information
• Domestic violence	• Liquor licenses
• Hate crimes	• Tax and license registrations to Businesses
• Citizen tips	• Geographic data such as aerial photographs, floor plans, 3-D images of buildings, zoning information, sewer/water system, and parcel information.
• Confidential informant	

For example, by obtaining tax and license registrations of businesses to identify the locations (nurseries, farm suppliers, etc.) that may potentially store large quantities of ammonium nitrate that can be used for explosives, law enforcement agencies can watch for activity such as

commercial burglaries in these locations. Another illustration of the utility of combining traditional and non-traditional data at the incident level is tracking the amount of flu medication sold in pharmacies, which could serve as an early indicator of a potential attack using biological agents. These locations could be mapped using the levels of purchases to determine hot spots of infections to assist with coordinating medical services and limiting the spread of potential infection beyond the hot spot.
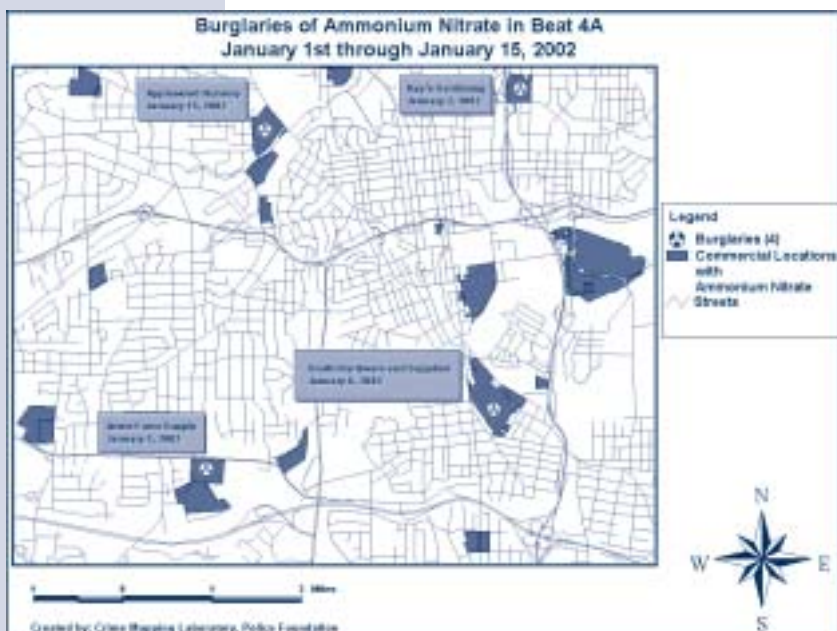
The Chicago Police Department Establishes Fully Integrated Data System

Using COPS Office grant funding from a combination of programs, the Chicago Police Department has unveiled and deployed a web-based data management system called Community and Law Enforcement Analysis and Reporting (CLEAR). The Chicago Police Department established several priorities for CLEAR, which are achieved through enhanced data collection, management, and analysis.

These priorities include improving police management functions, unifying strategies and facilitating cohesiveness with other criminal justice agencies, and enhancing community and business partnerships. The CLEAR technology contributes to operational readiness, intelligence gathering, and target hardening by having access to real time data from multiple sources, including emergency rooms, universities, public housing, motor vehicles, and other criminal justice system data. Over 700 million data elements are used in their crime and problem analyses.

The capabilities of the CLEAR technology assist anti-terrorism functions in three ways. First, the technology facilitates intelligence gathering, which allows authorities to craft more comprehensive prevention strategies. Second, information across critical elements can be analyzed and manipulated in real-time, thus enhancing operational capabilities in the event of a terrorist incident. Finally, the CLEAR system supports defensive methods of hardening potential geographic targets, such as water treatment facilities, commercial and public monuments, bridges and tunnels, and other critical locations. The system was put to use after the terrorist attacks of September 11, 2001. Based on a prior threat assessment and the identification of 2,500 critical facilities within the city, the Chicago Police Department was able to immediately map and analyze the locations of these critical facilities, and then effectively deploy officers to these locations in the wake of the attacks.

700 million data elements used in analysis

Sharing Data

Data sharing refers to systematically linking large amounts of data from neighboring law enforcement jurisdictions and also from different levels of law enforcement (e.g., local, state and federal) and other institutions (e.g., schools, hospitals, other city departments, motor vehicle division).

In the aftermath of the September 11th attacks, authorities have uncovered patterns of suspicious activity occurring in places such as Maryland, Florida, and New Jersey (e.g., individuals paying cash for plane tickets, taking flight lessons, inquiring about crop duster planes, frequenting drug stores). Taken individually, these incidents are not overly suspicious. Even when reported to the authorities they were not seen as serious.

However, all together they illustrate at best highly suspicious behavior, and at worst a picture of a master plan of prospective criminal activity. When collecting data on terrorist potential, one isolated incident in a local jurisdiction may not mean much, but the ability to view all incidents together across cities or states might paint a more complete picture. This is commonly referred to as data fusion. Agencies are now recognizing the benefits of data sharing and fusion across institutions and jurisdictions.

The Baltimore City Police Department Funds Command Control Center through COPS MORE Grants; Bases Emergency Deployment Decisions on Real-Time Information

The same technology funded by COPS to advance community policing and prevent crime and disorder, is also being used to develop a comprehensive terrorism emergency response and preparedness plan. With an annual equipment budget of only $200,000, the Baltimore Police Department leveraged their municipal funds with four COPS grants over a three year period. COPS MORE 96 and COPS MORE 98 grants were used to fund the Command Control Center equipment infrastructure and create a high-speed communication network. The department also utilized 1996 and 1999 COPS 311 Technology grants to fund the equipment necessary to develop the non-emergency public safety telephone system that later served as a rumor control mechanism. Without the assistance received from the federal funds, this project could not have been realized.

Within hours of the September 11th terrorist attacks, the Baltimore Police Department convened an emergency meeting of multiple Baltimore City agencies at the Command Control Center (CCC). Equipped with phones, computers, oversized projection screens and an attached computer lab complete with mapping software and data processing capabilities, the CCC enabled agency representatives to develop a coordinated response strategy based on real-time mapping data. As information from various data sources (e.g., 911 and 311 call systems, public health, transportation) streamed into network servers, the maps automatically regenerated to reflect the new information. Agency representatives without leaving the CCC watched constantly changing activities from highways, railways, and critical locations and made deployment decisions based on the latest intelligence information available. Call takers from 911 and 311 were quickly trained and readily handled the surge in incoming calls. As callers to 311 inquired about road closings, the status of government buildings, or reported suspicious activity, call takers were able to dispel rumors, provide accurate and timely information on secured roads and buildings, or transfer tips to Baltimore Police Department's 1-888-TIP-LINE.

"We're the ones out in the street. We talk to everyone in the community. We know what's happening in every block in every city. People need to reach out and get that information."

— Ed Norris, Baltimore City Commissioner, talks about the critical role of local lawe enforcement and information sharing in terrorism response and preparedness. In a Dateline interview with Bob McKeown[1]

[1] Norris, Ed. television interview. Dateline NBC. 8 October 2001.

Preventing and Responding to Terrorism

Training

With the additional responsibility placed on police in the wake of the September 11th attacks, there is also the need to ensure that police personnel – including line personnel, executives and policy makers – receive the necessary training to make certain that they have the tools required to effectively respond. Key areas of need as conducting threat assessments, identifying people who may be involved in activities related to terrorism, and technology and information management have recently surfaced. However, the resources necessary to respond are rarely assembled or organized in such a way that facilitates meeting training needs. Training resources are available for those agencies who have not yet developed in-house resources on the topic of terrorism prevention and preparedness. Established membership organizations and training entities can provide the information and training that is so important to this endeavor.

The Regional Community Policing Institute (RCPI) at Wichita State University Develops Curricula and Materials, and Delivers Training on Integrating Law Enforcement Intelligence and Community Policing

In response to the evolving training needs presented by the attacks of September 11th, the Wichita State University RCPI which is funded by COPS, developed a training program entitled "A Police Response to Terrorism in the Heartland: Integrating Law Enforcement Intelligence and Community Policing". Conducted in December 2001, the training program was established to address the issues of assessing possible terrorist targets, identifying those who might be involved in terrorist acts, and developing and sharing law enforcement intelligence of these issues. Additionally, the program focused on the role of community policing in this changing era of law enforcement, and the relationship of local law enforcement to the new anti-terrorism law known as the USA Patriot Act of 2001. The program employed instructors with extensive experience working with law enforcement, and expertise on law enforcement intelligence and terrorism. While the training has already been conducted, additional programs may be available in the future, and the WSU RCPI does have a collection of materials and resources available www.wsurcpi.org.

Technology to Assist Interoperability and Information Sharing

The recent terrorist attacks also reaffirmed the importance of communications interoperability – the compatibility of differing systems and the ability for effective information flow to occur – among law enforcement agencies and the constituencies they serve. Interoperability and data fusion should be occurring locally among neighboring law enforcement agencies, regional task forces, across levels of government, with emergency services such as fire and rescue, and with the community itself. Local agencies also must be cognizant of their ability (or inability) to coordinate and share information with law enforcement and emergency services at the state and federal level when the situation warrants.

"In the case of terrorism, local police can play a critical role in gathering information on suspects to help prevent further incidents. Many have vital knowledge about individuals living in their communities, in part because citizens often feel more comfortable talking with local officers. Local departments thus are often in receipt of invaluable information about the communities they protect – exactly the type of data federal law enforcement agencies are trying to gather now."

— Edward Flynn, Chief of Police, Arlington County Police Department[2]

[2] Flynn, Edward. Letter. Washington Post 14 October 2001.

We now know that coordination with Fire/EMS and other emergency services is vital during times of crisis. In recent years, a few agencies have begun coordinating their CAD and RMS systems across police and fire departments. In San Francisco, CA, for example, the city established a new regional dispatch center that is shared by the city's fire, EMS, and police agencies. However, the majority of law enforcement agencies continue to rely on individualized and/or proprietary systems that make interaction and information sharing ineffective or inefficient. When conducting strategic planning and technology acquisition, law enforcement agencies should consider the need for and potential outcomes of systems interoperability, which is a critical element of effective terrorism planning and response.

Delivering Timely Information to the Community

Technology can assist local law enforcement in dealing with terrorist threats by delivering timely and consistent information to the community. Community coordination is important not only during the immediate emergency, but also during follow-up periods to provide citizens with important information, to execute evacuation plans, and to help with collecting tips concerning potential or actual crimes. Some law enforcement agencies have begun experimenting with neighborhood notification often referred to as "reverse-911" systems as a means to getting important announcements out to the public. Alternative call management strategies such as 311 systems can be utilized to efficiently address the deluge of calls that are inevitable during times of emergency.
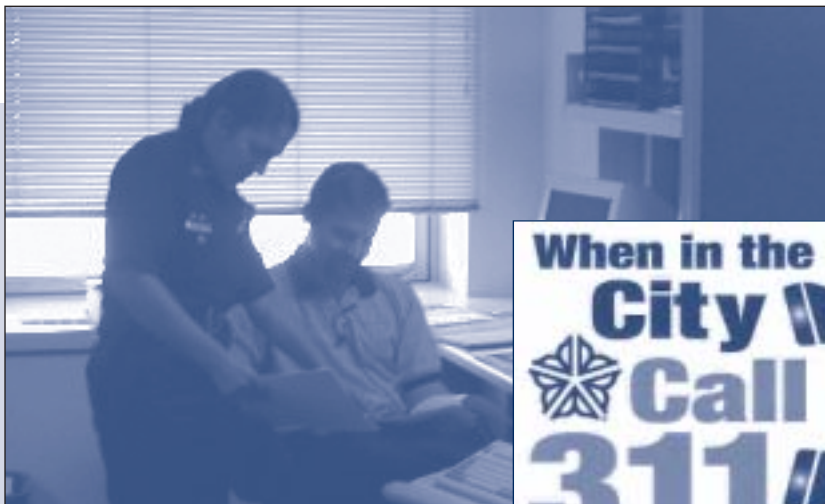
The Rochester City Police Department Uses 311 to Disseminate Emergency Information and Dispel Rumors

On January 4, 2001, the City of Rochester Police Department 311 System became operational. Partially funded by a COPS 1999 Technology grant, the Police Department originally viewed the 311 system as a way to respond more effectively to non-emergency calls for service and free up officer time to respond to true emergencies. The Police Department also intended to use the 311 system as a means of enhancing community policing in Rochester. Less than a year later, the City of Rochester Police Department utilized its 311 system call takers to also disseminate information about the September 11th terrorist attacks as they responded to citizen concerns. Citizens also used the 311 system to report suspicious materials or activity and used 311 to inquire about the safety of particular locations. Call takers helped alleviate public fear by dispelling unfounded rumors and provided an avenue for citizens to connect with local law enforcement, provide tips to police, and obtain accurate information regarding ongoing events. Rochester's 311 call takers are sworn officers and Public Safety Aides (funded under COPS More 98) and as such, were able to route leads in the most effective manner. The Rochester Police Department acknowledged that some leads in fact were important, and resulted in tips to the NY State Police and the FBI.

The Austin Police Department's 311 System Helps Police Manage Increased Call Load in Aftermath of 9/11

The launching of the City of Austin Police Department's 311 system on September 17, 2001 coincided with the period following the attacks on the WTC, Pentagon, and the Pennsylvania crash. It also preceeded the early stages of the anthrax scare. During the height of the attack coverage, the Austin Police Department coordinated with the local media to educate the public about the 311 system. Rather than flooding the 911 system throughout the two crises calls poured into the 311 system. By the end of October, the 311 system had actually processed more calls than the 911 system, averting a shutdown of the 911 emergency system[3]. The calls coming into 311 ranged from people being nervous about finding detergent (white powder) in the bottom of washing machines to those just wanting to get more information about the current emergency situation.

All incoming 311 call information is entered into a CAD / RMS system. This system then generates information and provides it to the Intelligence Section. There it is reviewed to determine whether or not a follow up call is needed. As part of the technological infrastructure funded under the COPS 311 Technical Assistance for Start-Ups package, the 311 statistical reporting software allowed the Chief of Police and the City Manager to receive a daily email of every weapons of mass destruction call generated through the 311 software. The software also helped generate a Daily Bulletin of calls requiring a response, which was provided to all city staff and personnel.

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[3] In fact between September 17 and November 30, calls to 911 had dropped by 24%.

"We had no idea that we would need another form of telephonics to not only receive information, but to transfer information. The September 11 attacks completely overwhelmed our 911 center. 311 saved us from not only having our 911 center swamped, but saved our citizens who had true emergencies, such as heart attacks and crimes in progress, from getting a busy signal. 311 has been a miracle."

– Ed Harris, Director of Emergency Communications, Austin Police Department[4]

Crisis Management Planning

Acts of terrorism and other crises happen without warning. Cities must respond quickly with coordinated efforts from many diverse agencies. Integrated crisis management plans have the ability to greatly improve emergency planning and response. Computer and geographic information systems (GIS) play important roles in the development and implementation of these plans.

Examples of how integrated computer systems and GIS can assist in planning for terrorist attacks and other possible disasters include:

- computer simulations and data mining techniques can be used to predict risks and decrease loss of life and property caused by terrorist attacks;
- target inventories can be developed and specific incident response scenarios can be rehearsed and included in crisis management plans;

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[4] Harris, Ed. Telephone interview. 14 December 2001.

- potential citizen evacuation routes can also be mapped in advance of and then distributed to citizens in preparation for any emergency requiring evacuation; and
- neighborhood notification systems and crisis management plans can include the automatic alerting of residents in the path of disasters and direct them to the best evacuation routes tailored to their particular location.

Comprehensive crisis management plans also include the development of command and control centers using integrated computer systems. Operational command and control centers using crisis management plans and integrated computer systems including GIS are useful because

- they identify available resources;
- ensure the existence of effective and coordinated mechanisms that continuously assess and disseminate risk and threat information; and
- provide a forum for the general coordination and exchange of information among federal, state and local entities.

Integrated computer systems including GIS also enhance the ability of a diverse set of agencies to respond in a coordinated way to terrorist acts. Crises frequently necessitate the rapid analysis of large amounts of data for a specific geographic area to develop effective responses. GIS has the ability to reference many different types of data by their geography quickly, simultaneously, and in an easily understandable format. The ability to analyze vast amounts of data quickly and use it to determine the most effective emergency responses can save lives, prevent panic, and help determine who or what is responsible for the crisis. Maps can be created that overlay a large amount of data useful in a crisis. Data commonly overlayed into mapping software with three dimensional imaging capabilities include: power and subway lines, sewers, roads, waterways, building locations including schools and office centers, provide aerial photographs, and floor plans. Additionally, aerial photographs and floor plans of a location under attack are invaluable to the responding officers and to decision-makers, as responses can be developed and tailored with a more complete understanding of the situation and surroundings.

Technology also improves communication among the myriad of state, local and federal agencies that respond to disasters and can integrate communication among the different units on the scene. Police departments often take the lead role in these responses and technology can greatly enhance this crisis management among disparate sets of agencies. COPS has provided funding for technology that many law enforcement agencies have effectively incorporated into their crisis management plans.

The Broward County Sheriff's Office Uses COPS Office Funded Technology to Implement First Responder Plans

With funding provided through the COPS MORE 98 Program, the Broward County, FL Sheriff's Office is prepared to share essential information in a time of emergency with other first responders and jurisdictions. The COPS-funded in-car mobile data computers and county-wide CAD system, in conjunction with the existing infrastructure, provides swift communication and coordination among first responders and aids in implementing critical incident plans. One such plan is *Operation Safe Schools*, a software package that is provided to all first responders on a CD-ROM. The software allows for the quick retrieval of floor plans, interior photographs, contact names and phone numbers, and evacuation routes for 61 schools patrolled by Sheriff's Office, information which is critical in the event of an emergency.

"Within less than a minute the responder can acquire a substantial amount of information on the facility that will decrease the response time and set immediate actions in place, thereby preventing unnecessary delays and increasing the safety of the responders."

— John Murphy, Law Enforcement Systems Manager, Broward County Sheriff's Department.[5]

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[5] Materials provided by the Broward County Sheriff's Office to COPS.

This program will eventually grow to provide information on all government buildings, hospitals, and airport and seaport facilities. Anyone interested in learning more about *Operation Safe Schools* can view a demo of the program on BSO's website at www.sheriff.org, or contact BSO Bureau of Information Technology at 954-321-5006.

Responding to Victims and Reducing Citizen Fear

As tensions rise after the September 11th tragedy and the current response against the perpetrators intensifies, law enforcement agencies are finding themselves facing an increasing number of hate crimes and illegal bigotry targeting people of Middle Eastern descent and Muslim-Americans. Police agencies are encouraged to develop innovative approaches to community mobilization, including strategies such as community mediation and restorative justice to help engage the community in a positive manner and channel citizens' desire to "get involved."

Additionally, although the vast majority of communities will not be directly impacted by a terrorist event, the threat of a potential terrorist attack can create citizen fear and undermine the feeling of community safety and cohesion. The recent incidents of bio-terrorism have only exacerbated community fears. It is therefore critical for the police to play a leadership role in restoring and maintaining community confidence. This can be done through sustaining visibility, actively responding to specific community questions and directing people to the appropriate community services to keep the level of fear and uncertainty to a minimum.

National Center for Victims of Crime (NCVC) Victim-Oriented Outreach Programs Utilizes Information Resources to Help Law Enforcement Reach Victims

Since 2000, COPS has funded the National Center for Victims of Crime (NCVC) to develop and implement a national campaign assisting crime victims by implementing a 1-800-FYI-CALL line and referral service. Victims of crime can receive information about civil justice, safety planning, victim compensation as well as referral information for counseling, court complaints, civil interventions, shelters, and support groups. To help bring these resources to victims, NCVC has run ads on TV networks like MTV and Lifetime in addition to disseminating information cards and brochures advertising the 1-800-FYI-CALL phone number. Immediately following the events of September 11, NCVC released victim assistance information about terrorism in the form of brochures and information cards to ensure that law enforcement officials across the nation could help victims get assistance immediately. For more information about NCVC victim's services or business cards to distribute, call 202-467-8700, or visit the NCVC website at www.ncvc.org to preview and order free information cards.

Conclusion

The vast majority of communities will never directly experience a terrorist event. However, it is critical that public safety officials work to prevent the possibility of such an event taking place, as well as plan should such an unlikely event occur. This *COPS Innovations* document introduces some of the options that police leaders might want to consider when approaching their own anti-terrorism strategy. There is no single "best" method, as you can see from the unique approaches these COPS-funded agencies used in developing their own strategies. However, the COPS Office hopes that these examples – which are just a few of many notable models across the country – will assist you in assessing your community's needs, and in crafting an approach that is tailored to the distinctive characteristics and requirements that exist within your individual jurisdiction. Check the COPS Office website, www.cops.usdoj.gov, for the current funding opportunities, program information, and available resources or publications and training information.

Bibliography and Resources

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